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ABSTRACT

The success of voluntary affirmative action plans adopted by public housing authorities in four Kentucky cities is documented in this report. Progress toward concerted desegregation efforts in other Kentucky cities is cited. Desegregation methods used by Kentucky municipal housing authorities are outlined and their effectiveness is illustrated. Tables depict (1) changes in predominantly black projects; (2) changes in predominantly white projects; and (3) racial occupancy in 15 Kentucky Public Housing Authorities in July 1976 and March 1978. (WI)

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Affirmative Action Cuts Segregation In Public Housing

A Report on Occupancy in 15 Municipal Authorities

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STAFF REPORT 78-9

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Public housing authorities in four Kentucky cities have adopted voluntary affirmative action plans designed by Commission on Human Rights attorneys to achieve full desegregation of their projects.

Changes in those four cities and others have resulted in less segregation in 11 of the 15 Kentucky cities selected by the Commission staff last August for concerted desegregation efforts.

The four cities with new voluntary affirmative action plans are Cynthiana, Hopkinsville, Mayfield and Murray. In those four cities there has been a net gain of 14 white families in predominantly black projects and a net gain of 19 black families in predominantly white projects.

The voluntary affirmative action programs are based on a plan which the Kentucky Court of Appeals ordered the Middlesboro Housing Authority to follow. Investigation there showed a pattern of discrimination against blacks. Similar discrimination continues in other Kentucky cities.

Progress toward desegregation was also made in seven of the other cities. Owensboro, the last of the municipal housing authorities in Kentucky to run totally segregated facilities, finally admitted seven black families to its largest project which had been totally white. But four of its five projects remain totally segregated.

Desegregation also has begun in Henderson, Covington, Maysville, Paris, Mt. Sterling and Winchester. The level of public housing segregation actually increased in Paducah, Danville and Newport. Accurate comparative figures were not available for Somerset.

Housing authorities in two northern Kentucky cities showed the greatest number of black families moving into predominantly white projects, 45 families in Covington and 12 in Cynthiana.

Ten totally segregated projects remained in the 15 special attention cities in July 1976.

Though the admission of seven black families into Rolling Heights, Owensboro's largest municipal housing project, moved that city out of the totally segregated category, the authority there still runs the most segregated program among the 15 cities. Owensboro was the last of Kentucky's totally segregated housing authorities. The other four projects there remain totally segregated--Harry Smith Homes and Rolling Heights addition for whites only and Walker Apartments and Nanny Locke Homes for blacks only.

The Murray Housing Authority, recently among the most segregated, is the latest of the four to adopt a voluntary affirmative action plan, approving a model program at its June meeting.

The March figures for Murray show that three of the four projects are still totally segregated, but officials there said that black families have since moved into two of the previously all-white projects: one black family into the Nash Drive Project and six black families into the Riley Street project. The Cherry Street project remained all-black, the housing authority reported.

The tables included in this publication reflect the March figures because they are compared with similar figures for the other housing authorities.

Based on a segregation index that ranges from total segregation (100) to total desegregation (0) (details on page 6) the ranking of the authorities in the 15 special attention cities in March were:

Owensboro, 93.6; Hopkinsville, 87.7; Mayfield, 83.2; Newport, 77.6; Murray, 74.1; Henderson, 63.7; Covington, 58.3; Somerset, 57.0; Cynthiana, 51.8; Maysville, 48.7; Paducah, 47.0; Danville, 46.5; Paris, 44.1; Mt. Sterling, 43.1 and Winchester, 42.8.

The Paducah Housing Authority, largest of the 15, had a slight increase in segregation but remains below 50 points on the index as does the Danville authority which showed an increase in the segregation index because many of its units are empty due to renovations.

The Cynthiana authority was the first of the 15 to adopt a voluntary affirmative action plan, doing so in October. The Mayfield Housing Authority adopted its voluntary plan in February, and the Hopkinsville Housing Authority adopted its plan in April.

The plans outline remedial steps that will be taken to make sure that black families in each project are in the same proportion as in the total of all projects. For example, 15.5 percent of the families in the four Cynthiana projects are black. The goal there is to make tenant assignment decisions in a way that will move each project toward 15.5 percent black occupancy.

To achieve this, the housing authorities have established guidelines for taking applications and assigning tenants. Among the application guidelines are provision for a single central file that will be used in filling all vacancies and provision that preferences for specific projects will be honored only if such moves would aid the housing authority in achieving desegregation.

Guidelines for tenant assignments include first consideration to families that would improve the racial balance in the particular projects and requiring that applicants who refuse such assignments be placed at the bottom of the waiting list.

The voluntary plans also include provision for transfers that would improve the racial balance, equal employment opportunities, black representation on the housing authority board and monitoring of the results.

The commission staff is seeking similar voluntary agreements from all the 15 cities on the list.

Overall, the number of white families living in predominantly black projects in the 14 cities increased by 34. Only Newport reported a decline in white families in predominantly black projects, and five housing authorities reported no change. (See Table A, Page 4.)

The housing authority in Winchester moved the greatest number of white families into predominantly black projects. Winchester had 11 followed by Hopkinsville and Paris with eight each and Mt. Sterling with six.

Overall, the number of black families living in predominantly white projects in the 14 cities increased by 93. Danville reported one less black family, and Newport reported three fewer black families in predominantly white projects. (See Table B, Page 4.)

TABLE A: Changes in Predominantly Black Projects

Number of White Families in Predominantly Black Projects

City	July, 1976	March, 1978	Net Gain
Covington	2	2	0
Cynthiana	1	3	2
Danville	0	0	0
Henderson	0	0	0
Hopkinsville	0	8	8
Mayfield	2	6	4
Maysville	35	39	4
Mt. Sterling	5	11	6
Murray	0	0	0
Owensboro	0	0	0
Newport	32	22	-10
Paducah	83	84	1
Paris	18	26	8
Winchester	5	16	11
Total	183	217	34

TABLE B: Changes in Predominantly White Projects

Number of Black Families in Predominantly White Projects

City	July, 1976	March, 1978	Net Gain
Covington	67	112	45
Cynthiana	12	24	12
Danville	55	54	-1
Henderson	26	37	11
Hopkinsville	3	8	5
Mayfield	3	5	2
Maysville	24	27	3
Mt. Sterling	9	11	2
Murray	7	7	0
Owensboro	0	7	7
Newport	14	11	-3
Paducah	174	177	3
Paris	9	11	2
Winchester	30	35	5
Total	433	526	100

The most segregated seven housing authorities in July 1976 remained the most segregated in March 1978.

Among those improving Mt. Sterling, which dropped from ninth to 14th on the list, and Winchester, which dropped from 10th to 15th on the list, showed the greatest desegregation.

The commission staff has been meeting with the housing authorities in the 15 cities since September in an effort to increase the number of cities with effective voluntary affirmative action plans. The effort is partly financed by a grant from the U. S. Department of Housing and Urban Development.

Segregated public housing works in several ways to deny eligible blacks their right to public housing: blacks often wait longer, they are skipped when vacancies in white projects (which have a faster turnover rate) and blacks, because of education and economic discrimination are more likely to be eligible for public housing.

APPENDIX A

RACIAL OCCUPANCY IN 15 KENTUCKY PUBLIC HOUSING AUTHORITIES, JULY 1976 AND MARCH 1978

	MARCH 1978			JULY 1976		
	White Families	Black Families	Percent Black	White Families	Black Families	Percent Black
COVINGTON (total)	770	271	26.0	710	233	24.7
Latonia Terrace	231	23	9.1	217	13	5.6
Jacob Price	2	159	1.2	2	158	98.7
da Spencer	283	89	23.9	303	54	15.1
(Segregation Index 1978 = 46.5; 1976 = 51.0)						
CYNTHIANA (total)	214	51	23.8	223	41	15.5
Terrace Park	67	3	4.3	68	1	1.4
Riverside Homes	3	27	90.0	1	29	96.7
Indian Hills, Riverside Homes Add., Mecca Homes	83	17	17.0	91	9	9.0
Indian Hills Add., Clifton Village	61	4	6.1	63	2	3.1
(Segregation Index 1978 = 51.8; 1976 = 70.3)						
DANVILLE (total)*	133	100	42.9	124	110	47.0
McIntire Homes	34	23	40.4	40	25	62.5
Bate-Wood Homes	0	47	100.0	0	55	100.0
Nichols Terrace	30	9	23.1	30	9	23.1
Linietta Homes	21	0	0.0	24	1	4.0
Burckley Homes	36	13	26.5	23	11	32.3
Coyle Manor	12	8	40.0	10	10	50.0
(Segregation Index 1978 = 46.5; 1976 = 51.0)						
HENDERSON (total)	224	102	31.3	235	90	27.7
Lawndale	110	21	16.0	111	20	15.3
Dixon's Apartments	0	65	100.0	0	64	100.0
Madison	114	16	12.3	124	6	4.6
(Segregation Index 1978 = 63.7; 1976 = 71.1)						
HOPKINSVILLE (total)	134	126	48.5	129	125	49.2
Pennyrile Homes	126	8	6.1	129	3	23
Dr. B. O. Moras Court	2	44	95.7	0	43	100.0
Eastside Terrace	6	74	92.5	0	79	100.0
(Segregation Index 1978 = 87.7; 1976 = 97.6)						

*Modernization underway has created a large number of facancies in Danville

APPENDIX A, Continued

	MARCH 1978			JULY 1976		
	White Families	Black Families	Percent Black	White Families	Black Families	Percent Black
MAYFIELD (total)	91	49	35.0	86	48	35.8
South-East Court	85	5	5.6	84	3	3.4
South-West Circle	6	44	88.0	2	45	95.7
(Segregation Index 1978 = 83.2; 1976 = 91.4)						
MAYSVILLE (total)	186	89	32.4	183	86	32.0
Great Meadows	65	9	12.2	66	7	9.6
Harriet Beecher	1	25	96.2	0	25	100.0
Humphrey Park Homes	38	37	49.3	35	37	51.4
Beechwood Manor	82	18	18.0	82	17	17.2
(Segregation Index 1978 = 48.7; 1976 = 53.0)						
MT. STERLING (total)				152	25	14.1
Estill Terrace	58	2	3.3	56	1	1.8
Manual Tipton	11	11	50.0	5	16	76.2
Whitledge Heights	91	9	9.0	91	8	8.1
(Segregation Index 1978 = 43.1; 1576 = 60.7)						
MURRAY (total)	134	27	16.8	134	27	16.8
Nash Drive	42	0	0.0	42	0	0.0
Cherry Street	0	20	100.0	0	20	100.0
Ellis Street	42	7	14.3	42	7	14.3
Riley Street	50	0	0.0	50	0	0.0
(Segregation Index 1978 = 74.1; 1976 = 74.1)						
NEWPORT (total)	285	75	20.8	294	73	19.9
Peter G. Noll	263	11	4.0	262	14	5.1
Booker T. Washington	2	37	94.9	5	36	87.8
McDermitt - McLane	20	27	57.4	27	23	46.0
(Segregation Index 1978 = 77.6; 1976 = 74.4)						
OWENSBORO (total)	423	109	20.5	430	102	19.2
Harry Smith Homes	124	0	0.0	124	0	0.0
P. G. Walker Homes	0	52	100.0	0	52	100.0
Rolling Heights	269	7	2.5	276	0	0.0
Nanny Locke Homes	0	50	100.0	0	50	0.0
Rolling Heights Addition	30	0	0.0	30	0	0.0
(Segregation Index 1978 = 93.6, 1976 = 100.0)						

APPENDIX A, Continued

	MARCH 1978 White Families	MARCH 1978 Black Families	MARCH 1978 Percent Black	JULY 1976 White Families	JULY 1976 Black Families	JULY 1976 Percent Black
PADUCAH (total)	549	448	44.9	548	445	44.9
Thomas Jefferson Place	63	60	48.8	61	61	50.0
Abraham Lincoln Court	7	66	90.4	6	67	91.2
Elmwood Court	159	138	46.5	162	131	44.7
Anderson Court	2	97	98.0	3	96	97.0
Ellamunal	133	12	8.3	129	18	12.2
Blackburn Court	12	48	80.0	13	47	78.3
Pierce Elackery Court	173	27	13.5	174	25	12.6
(Segregation Index 1978 = 47.0; 1976 = 45.8)						
PARIS (total)	61	83	57.6	51	85	62.5
Grandview	19	30	61.2	15	31	67.4
Hillside Apartments	4	19	82.6	3	19	86.4
New Acres #1	14	2	12.5	11	1	8.3
Pleasantview	2	8	80.0	0	10	100.0
New Acres #2	11	3	21.4	11	3	21.4
Marshall Heights	1	15	93.8	0	16	100.0
Rains Manor	10	6	37.5	11	5	31.2
(Segregation Index 1978 = 44.1; 1976 = 54.1)						
SOMERSET (total)	127	11	8.0			
Colonial Village	76	1	1.3	75	0	0.0
Clifty Homes	3	4	57.1	1	6	85.7
Southern Terrace	40	6	13.0	83	7	7.8
Valley Homes	8	0	0.0	NA	NA	
(Segregation Index 1978 = 57.0; 1976 = 47.2)						
WINCHESTER (total)	249	69	21.7	237	63	4.0
Memorial Park	62	13	17.3	64	11	14.7
Tyler Banks Court	16	34	85.0	5	33	86.8
Stevenson Heights	65	9	12.2	66	6	8.3
Sequala Village	106	13	10.9	102	13	11.3
(Segregation Index 1978 = 42.8; 1976 = 56.8)						

*The segregation index is an indicator of the degree to which black families are evenly represented in the various projects operated by a housing authority. This figure may range anywhere from 0 (no segregation) to 100.0 (total segregation). The formula for deriving this figure is as follows:

$$\left[\sum \frac{n_i}{n} - \sum \frac{w_i}{w}\right] \times 100$$

Where - n_i=total number of black families in projects with a black percentage which exceeds the overall black percentage in that city's public housing.

w_i=total number of white families in those same projects.

n=total number of black families in all projects in that city.

w=total number of white families in all projects in that city.

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Under the Kentucky Civil Rights Act of 1966, KRS 344.190 (11), the Commission has the duty "to make studies appropriate to effectuate the purpose and policies of this chapter and to make the results thereof available to the public."

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